



## CPED STAFF REPORT

Prepared for the Heritage Preservation Commission

HPC Agenda Item #2

June 17, 2014

BZH-28199

### HERITAGE PRESERVATION APPLICATION SUMMARY

**Property Location:** 194 Bank Street Southeast  
**Project Name:** n/a  
**Prepared By:** [Mei-Ling Anderson](#), City Planner, (612) 673-5342  
**Applicant:** Johannes and Catherine Griffioen  
**Project Contact:** Randy Covert – Covert Construction, Inc.  
**Ward:** 3  
**Neighborhood:** Nicollet Island – East Bank Neighborhood Association; adjacent to Marcy Holmes Neighborhood Association  
**Request:** To allow construction of a pergola at 194 Bank Street SE located in the St. Anthony Falls Historic District.  
**Required Applications:**

<b>Certificate of Appropriateness</b>	To allow a pergola on a residential property in the St. Anthony Falls Historic District.
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### HISTORIC PROPERTY INFORMATION

<b>Current Name</b>	194 Bank Street Southeast
<b>Historic Name</b>	n/a
<b>Historic Address</b>	Unknown
<b>Original Construction Date</b>	1994
<b>Original Architect</b>	n/a
<b>Original Builder</b>	n/a
<b>Original Engineer</b>	n/a
<b>Historic Use</b>	n/a
<b>Current Use</b>	Residential
<b>Proposed Use</b>	Residential

<b>Date Application Deemed Complete</b>	May 23, 2014	<b>Date Extension Letter Sent</b>	Not applicable
<b>End of 60-Day Decision Period</b>	July 22, 2014	<b>End of 120-Day Decision Period</b>	Not applicable

## CLASSIFICATION

<b>Local Historic District</b>	St. Anthony Falls Historic District
<b>Period of Significance</b>	1848-1941
<b>Criteria of Significance</b>	Architecture and social significance
<b>Date of Local Designation</b>	1971
<b>Date of National Register Listing</b>	1971
<b>Applicable Design Guidelines</b>	<i>St. Anthony Falls Historic District Design Guidelines</i> <i>The Secretary of the Interior's Standards for Treatment of Historic Properties</i>

## SUMMARY

**BACKGROUND.** The property at 194 Bank Street Southeast is a non-contributing structure in the St. Anthony Falls Historic District, located to the northwest of the Main Street SE and Central Avenue SE intersection. The structure is one unit in Lourdes Square Townhomes, which consists of eight clusters of side-by-side townhomes that were constructed between 1993 and 1994.

**APPLICANT'S PROPOSAL.** The property is zoned C3A Community Activity Center District and is located in the MR Mississippi River Critical Area Overlay District, the PO Pedestrian Oriented Overlay District, and the SH Shoreland Overlay District.

The applicant wishes to construct a pergola on the Main Street SE side of their property on the lower deck. The primary entrance to their property is on the opposite side of the building and faces inward to the Lourdes Square Townhomes site. The pergola would be approximately 9 feet in height, as measured from the floor of the deck to the top of the pergola, and would occupy the entire width of their deck, which is 17 feet, eight inches wide. While the entire pergola structure would be eight feet, eight-and-a-half inches deep, only a five-foot portion would extend away from the building wall. The proposed structure would be set back approximately 1.75 feet from the concrete retaining wall adjacent to Main Street SE and approximately one foot away from the iron railing that sits atop the retaining wall.

The base of the pergola would consist of four-foot tall brick columns with concrete footings. The remainder of the pergola would be constructed with cedar wood, supported by double 4x4 support posts. This design matches the design and materials of existing pergolas within the townhome development, which face the interior of the site. In addition, the brick that the applicant is proposing for the base of the pergola would match the brick used on the exterior of the building structure.

**RELATED APPROVALS.** The applicant has received two administrative approvals since 2011 to replace the windows on the property as well as replace existing decking on the upper level of the unit.

<b>Planning Case #</b>	<b>Application</b>	<b>Description</b>	<b>Action</b>
BZH-27411	Certificate of No Change	Porch windows and decking replacement	Approved (2012)
BZH-26769	Certificate of No Change	Window replacement	Approved (2011)

**PUBLIC COMMENTS.** As of the printing of this report, staff has not received any comments regarding this project. Any correspondence received prior to the public meeting will be forwarded on to the Heritage Preservation Commission for consideration.

## ANALYSIS

### CERTIFICATE OF APPROPRIATENESS

The Department of Community Planning and Economic Development has analyzed the application to allow the construction of a pergola at 194 Bank Street SE located in the St. Anthony Falls Historic District based on the following [findings](#):

1. *The alteration is compatible with and continues to support the criteria of significance and period of significance for which the landmark or historic district was designated.*

The St. Anthony Falls Historic District is significant for the falls and the water body that were central to the birth and development of Minneapolis in the 19<sup>th</sup> century. The period of significance for this district – 1848-1941 – reflects the era during which the lumber and flour milling industries grew to be among the largest in the nation, powered by the St. Anthony falls.

The subject property is a non-contributing structure in the district. Therefore, staff's analysis focuses on the potential impacts of the proposed alteration on the adjacent buildings and the district as a whole rather than the impacts on the site, itself.

The proposed alteration is compatible with the criteria of significance and period of significance for which the St. Anthony Falls Historic District was designated, as this property and many of the buildings surrounding it are new construction and do not directly impact the significance of this historic district.

2. *The alteration is compatible with and supports the interior and/or exterior designation in which the property was designated.*

The proposed pergola would generally be compatible with the neighboring properties in the district. While the property is a non-contributing structure in the district, the applicant is proposing brick as one of the primary construction materials, which is compatible with both the principal structure as well as with other buildings in the vicinity.

3. *The alteration is compatible with and will ensure continued integrity of the landmark or historic district for which the district was designated.*

Both the City of Minneapolis Heritage Preservation Regulations and the National Register of Historic Places identify integrity as the authenticity of historic properties and recognize seven aspects that define a property's integrity: location, design, setting, materials, workmanship, feeling, and association. As conditioned, the proposed project is compatible with and will ensure continued integrity of the landmark or historic district for which the district was designated.

4. *The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the applicable design guidelines adopted by the commission.*

The Heritage Preservation Commission adopted the *St. Anthony Falls Historic District Design Guidelines* in October of 2012. The proposed project will not materially impair the significance and integrity of the historic district or Hennepin and Central District character area, as evidenced by the consistency of alterations with the applicable design guidelines adopted by the Commission:

Chapter 7: General Guidelines:

7.2 – Minimize the impacts to key views from public ways.

- a) Locate improvements to maintain key views to the extent feasible.

Chapter 9: New Infill Building Guidelines

9.1 – Maintain the alignment of building fronts along the street

- b) Maintain the established sequence of public-to-private spaces in residential neighborhoods.

9.5 – A contemporary interpretation of traditional designs is appropriate.

- a) The design should be compatible with the relevant character area.
- b) Contemporary interpretations of architectural details are appropriate.
- c) Incorporate contemporary details to create interest while expressing a new, compatible design.

9.6 – An interpretation of a historic style that is authentic to the district will be considered if it is subtly distinguishable as being new.

- d) Avoid an exact imitation of a historic style that would blur the distinction between old and new buildings and make it more difficult to understand the architectural evolution of the district.

9.8 – Maintain the traditional size of buildings as perceived at the street level.

- a) The height of a new building should be within the height range established in the context, especially at the street frontage.

9.15 – Establish a sense of human scale in the building design.

- d) Generally, the façade in most contexts should appear as a relatively flat surface, with any projecting or recessed “articulations” appearing to be subordinate to the dominant form. Exceptions are in lower scale single-family settings.
- e) Design architectural details and other features to be in scale with the building. Using windows, doors, storefronts (in commercial buildings) and porches (in lower scale residential buildings) that are similar in scale to those seen traditionally is appropriate.

9.20 – Building materials shall be similar in scale, color, texture and finish to those seen historically in the context.

- a) Masonry (i.e., brick and stone) that has a modular dimension similar to those used traditionally is appropriate.
- b) A facade that faces a public street should have one principal material, excluding door and window openings, and may have one to two additional materials for trim and details. Permitted materials include, but are not limited to, brick, stone,

terracotta, painted metal, exposed metal, poured concrete and precast concrete.

- c) The material also should be appropriate to the context.

9.22 – Use high quality, durable materials.

- a) Materials should be proven to be durable in the local Minneapolis climate.

9.27 – A new accessory structure should be subordinate in height, mass and scale to the primary building on the lot.

9.28 – A new accessory structure should be located to the rear of the lot.

9.30 – Design a building, or an addition, to take advantage of energy saving and generating opportunities.

- b) Use exterior shading devices to manage solar gain in summer months.

9.34 Incorporate building elements that allow for natural environmental control.

Consider the following:

- c) Interior or exterior light shelves/solar screens above south facing windows

A general guideline for the St. Anthony Falls Historic District is to minimize the impacts to key views from public ways. The proposed pergola will be located on the side of the property that faces Main Street NE and would be viewable from the public street. However, the property is situated several feet above grade on a retaining wall in such a way that the pergola will not interfere with the view of the Main Street NE corridor, nor will it create additional height for the building as perceived at street level. The addition of a pergola on this street frontage will maintain the division of public-private space on the corridor and will not alter the alignment of the building frontage along the street.

The applicant is proposing high-quality building materials for the pergola structure. The pergola roof will be made of cedar with an acrylic stain. The support posts will be constructed with Glen Gary brick and concrete footings to match the brick used for the rest of the building façade.

The pergola would be designed to ensure that the structure is clearly subordinate in height, mass, and scale to the principal structure. In addition, the primary entrance to the property is on the opposite side of the building and will not be affected by the addition of the pergola.

The infill guidelines for the district speak to supporting the use of exterior shading devices to manage solar gain in summer months, which this project would do. The guidelines are also supportive of consideration of accessory structures and contemporary interpretations of traditional designs. This project is consistent with the intent of the district guidelines, not in the least because the existing structure on the property is non-contributing and changes to it will not impair the material significance of the historic district in which it is located.

5. *The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.*

The project will not materially impair the significance and integrity of the historic district as evidenced by the consistency of alterations with the recommendations contained in The

Secretary of the Interior's Standards for the Treatment of Historic Properties. The Secretary of the Interior Standards for Rehabilitation recommends the following for the setting:

New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The applicant's proposal will comply with the Secretary of the Interior's standards.

6. *The certificate of appropriateness conforms to all applicable regulations of this preservation ordinance and is consistent with the applicable policies of the comprehensive plan and applicable preservation policies in small area plans adopted by the city council.*

The proposed alteration is consistent with the following policies of *The Minneapolis Plan for Sustainable Growth*:

- 8.1.2 Require new construction in historic districts to be compatible with the historic fabric.
- 10.7.2 Encourage the use of high quality and durable materials for construction and historic preservation.
- 10.7.4 Renovation of housing should reflect the setbacks, orientation, pattern, materials, height and scale of surrounding dwellings.

The character of the alteration is not directly tied to that of the St. Anthony Falls Historic District, nor would it have a negative impact on the character or integrity of the district. The applicant is proposing high quality and durable materials. In addition, the alteration would be contained within the existing built area and is reflective of the setbacks, orientation, pattern, materials, height, and scale of surrounding dwellings.

7. *Destruction of any property. Before approving a certificate of appropriateness that involves the destruction, in whole or in part, of any landmark, property in an historic district or nominated property under interim protection, the commission shall make findings that the destruction is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the destruction. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to, the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the property a reasonable opportunity to act to protect it.*

The project does not involve the destruction of the property.

Before approving a Certificate of Appropriateness, and based upon the evidence presented in each application submitted, the Commission shall make findings that alterations are proposed in a manner that demonstrates that the Applicant has made adequate consideration of the following documents and regulations:

8. *The description and statement of significance in the original nomination upon which designation of the landmark or historic district was based.*

The project is sensitive to the description and statement of significance upon which the designation of the historic district was based. To maximize compatibility with the character of surrounding properties, the applicant is proposing to construct the pergola out of brick and cedar wood that would match the exterior materials of the existing building and historic district. The size of the pergola is also compatible with the scale of nearby properties in the district.

9. *Where applicable, adequate consideration of Title 20 of the Minneapolis Code of Ordinances, Zoning Code, Chapter 530, Site Plan Review.*

The project does not trigger Site Plan Review as required by Chapter 530 of the Zoning Code.

10. *The typology of treatments delineated in the Secretary of the Interior's Standards for the Treatment of Historic Properties and the associated guidelines for preserving, rehabilitating, reconstructing, and restoring historic buildings.*

The project complies with the rehabilitation guidelines of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* as discussed in finding #5 (above).

Before approving a Certificate of Appropriateness that involves alterations to a property within an historic district, the Commission shall make findings based upon, but not limited to, the following:

11. *The alteration is compatible with and will ensure continued significance and integrity of all contributing properties in the historic district based on the period of significance for which the district was designated.*

The existing structure is not considered a contributing building to the historic district. The alteration is designed to be compatible with the existing building but would not significantly affect the integrity of properties that do contribute to the historical context of the district.

12. *Granting the certificate of appropriateness will be in keeping with the spirit and intent of the ordinance and will not negatively alter the essential character of the historic district.*

To the extent practical, the proposed alterations would be in keeping with the intent of the ordinance and would have little effect on the character of the historic district.

13. *The certificate of appropriateness will not be injurious to the significance and integrity of other resources in the historic district and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.*

The certificate of appropriateness will not be injurious to the significance and integrity of other resources in the historic district, and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.

## RECOMMENDATIONS

### **Recommendation of the Department of Community Planning and Economic Development for the Certificate of Appropriateness:**

The Department of Community Planning and Economic Development recommends that the Heritage Preservation Commission adopt the above findings and **approve** the Certificate of Appropriateness to

allow the construction of a pergola at 194 Bank Street SE in the St. Anthony Falls Historic District, subject to the following conditions:

1. By ordinance, approvals are valid for a period of two years from the date of the decision unless required permits are obtained and the action approval is substantially begun and proceeds in a continuous basis toward completion. Upon written request and for good cause, the planning director may grant up to a one-year extension if the request is made in writing no later than June 17, 2016.
2. By ordinance, all approvals granted in this Certificate of Appropriateness shall remain in effect as long as all of the conditions and guarantees of such approvals are observed. Failure to comply with such conditions and guarantees shall constitute a violation of this Certificate of Appropriateness and may result in termination of the approval.
3. Department of Community Planning and Economic Development staff shall review and approve the final plans and elevations prior to building permit issuance.
4. Provided that the pergola at 194 Bank Street SE is constructed, all other pergolas belonging to the Lourdes Square Townhomes development on the Main Street SE façade shall be reviewed through the Certificate of No Change process provided that they match the exact specifications of the pergola at 194 Bank Street SE to the extent practical.

## ATTACHMENTS

1. Project description
2. Zoning map
3. Site plan
4. Plans
5. Building elevations
6. Renderings
7. Photos